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Guidance in elementary schools is a service to assist all children in making maximum use of their abilities. It attempts to identify early the intellectual, emotional, social and physical characteristics of the pupil. Statistics indicate that in the future, jobs will demand even more education and training. Since potential high school and college dropouts can be detected on the elementary level, early and continuous guidance may prevent this waste. Most current programs are quite new. Various attitudes and experimental projects are described. Guidance is usually included in a broader program called pupil personnel services. The guidance consultant works closely with parents and teachers, tests and observes students, and refers those with particular problems to pupil personnel specialists. These should include a school psychologist and a social worker. Many factors such as the socio-economic level of the neighborhood, the number of pupils, and the extent of professional services available, affect the role of the consultant. Guidance personnel are usually former teachers with additional graduate education. Social workers and psychologists should also be considered, according to the kinds of problems to be dealt with. In such cases an elementary school internship could be substituted for teaching experience. Although there are few clearly defined programs now, the impact of elementary school guidance on universities is beginning to be felt. Selection of guidance personnel should be based on both educational background and personal qualifications.							
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Children in
Elementary Schools*

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U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

Office of Education

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DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

*Guidance for
Children in
Elementary Schools*

by

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Foreword

MOST COUNSELORS AGREE that all children could benefit from guidance during the elementary grades in school. Guidance for the gifted adolescent often comes too late to change his study habits or his educational plans; and, early recognition of and help for children with physical, social, and emotional difficulties might prevent delinquency, early dropout from school, and later unemployment as teenagers. Elementary school children of average ability also benefit from an effective guidance program.

This bulletin outlines some current educational practices that may help elementary school teachers and administrators develop programs of guidance. It describes certain guidance features which are common to a selected number of elementary school programs and suggests new approaches for further research.

This bulletin is preliminary to a national survey by the Office of Education of guidance and other pupil personnel services in elementary schools. The survey will provide statistical data on practices and concepts in these emerging areas of education.

The Guidance and Counseling Programs Branch of the Office of Education expresses its appreciation to the directors of elementary school guidance programs who supplied the materials to make this publication possible. Their pioneering efforts are helping to extend the benefits of guidance services to elementary school children everywhere.

FRANK L. SIEVERS, *Director*
Guidance and Counseling Programs Branch

I. NEED

GUIDANCE IN ELEMENTARY SCHOOLS is usually interpreted as a service to assist *all* children in making maximum use of their abilities, for their own good and for that of society. The emphases of this service are on early identification of the pupil's intellectual, emotional, social, and physical characteristics; development of his talent; diagnosis of his learning difficulties, if any; and early use of available resources to meet his needs.

Waste of Talent

Recent events have put the spotlight on national waste in manpower due to dropouts of gifted students from high school and college. One authority has concluded that almost one-fourth of recent male high school graduates and almost one-half of the females in the upper 30-percent intelligence bracket did not enter college on a full-time basis. Reasons other than financial were given by one-half to two-thirds of the males of this select group, and by two-thirds of the females.¹ As Chief of the Division of Manpower and Employment of the U.S. Department of Labor, Seymour L. Wolfbein wrote:

Problems which finally result in a dropout begin, and are quite overt, way back in the elementary grades. In fact, it is quite early in grade school that many of the potential dropouts begin to fall behind in their scholastic achievements and this results in . . . retardation These results suggest that perhaps some of our occupational education and guidance might begin much sooner than it does now.²

In well-coordinated elementary school guidance programs, attempts are made early to prevent educational, psychological, and physical deterrents to motivation and learning from developing, so that bright

¹ Bridgman, Donald S. *The Duration of Formal Education for High-Ability Youth*, National Science Foundation. Washington: U.S. Government Printing Office, 1961, p. vii.

² Wolfbein, Seymour L. The Transition from School to Work. *The Personnel and Guidance Journal*, October 1959, p. 103.

children will not be content to coast along at an average pace. Parents of gifted pupils in elementary grades are alerted and their cooperation enlisted. Early and continuous guidance may prevent dropouts from high school and college because these students and their parents have made long-range plans for higher education. The school and the home should work together, from kindergarten onward, to motivate gifted children and to help them plan for education appropriate to their intellectual level.

Changing World of Children

Today's elementary school children live in a changing world that demands flexibility. Many children are required to adjust to these changes under severe handicaps. For example, although 1,700,000 more children entered elementary and secondary schools in 1959-60 than during the year before,³ there was not a proportional increase in the number of qualified teachers. Classes in elementary schools are now oversized, with too many temporary, inadequately prepared teachers. With this classroom condition, a withdrawn child may be overlooked or an aggressive child may cause excessive interruption of class work.

Our industrial society is causing difficult adjustments, with one-fifth of the population moving each year from one home to another. In 1958, 12 million children were displaced, and had to adjust to new surroundings and make new friends.⁴ Also, mothers have entered the labor market in large numbers to raise the standard of living of their families, or because they are the family's sole support. Thirty percent of mothers with children under 18 are working, and over 20 percent of these mothers have children under the age of 6.⁵ Some of these children suffer from lack of supervision and companionship and from weakened family ties.

Figures for recent years show that 13 percent of youngsters under 18 years of age lack the guidance offered by two parents due to broken homes.⁶ To these children may be added 202,000 born out of wed-

³ *Annual Report, U.S. Department of Health, Education, and Welfare*. Washington: U.S. Government Printing Office, 1960, p. 228.

⁴ *Children in a Changing World*. Golden Anniversary White House Conference on Children and Youth. Washington: U.S. Government Printing Office, 1960, p. 7.

⁵ *Ibid.*, p. 10.

⁶ *Ibid.*, p. 21.

lock,⁷ over a million mentally retarded children of school age,⁸ 470,000 delinquency cases,⁹ and physically handicapped children numbering in the millions.¹⁰ These conditions are frequently accompanied by problems of an educational, emotional, social, or physical nature.

The dimensions of the problem were discussed during the 1960 White House Conference on Children and Youth. Of emotional disorders in youth, *Children in a Changing World* said: "No reliable data exist on the prevalence of childhood psychiatric disorders. But in 1955, 1,200 outpatient psychiatric clinics in the country reported that about 212,000 children under the age of 21 have been under diagnosis or care during the year."¹¹ Emotional disorders have their roots in attitudes of early childhood as well as situations of the present.

Concerning the feasibility of detecting delinquent tendencies early, Sheldon and Eleanor Glueck stated in *Predicting Delinquency and Crime*:

... in a sample of 500 persistent delinquents from the underprivileged areas of Boston, the average age at onset of maladapted behavior was somewhat over eight years, with almost half the group showing clear signs of anti-sociality at seven or younger, and nine-tenths at ten or younger ¹²

No one would place the blame for delinquency at the school door, but the school may help in preventing it. The unsuccessful pupil and the maladjusted one—both potential dropouts—are prone to seek satisfactions in nonacademic outlets. They may find them in delinquent acts committed with other members of the "out" group.

The need for guidance services at the elementary school level was stressed recently by educational leaders such as James B. Conant, who recommended in *The American High School Today* that in a satisfactory school system the counseling should start in the elementary school. The impact of Conant's conclusions regarding American education, along with the findings of the White House Conference on Children and Youth, resulted in the Conference on Unemployed, Out-of-School Youth in Urban Areas, which reported in *Social Dynamite*:

During the 1960's, the Department of Labor estimates, some 7.5 million youngsters will drop out before high school graduation. About 2.5 million will not go beyond the eighth grade; two out of three will go no further than the tenth grade Most dropouts come from lower-income families. A high proportion are classified as "slow learners," though many may have higher intelligence than their I.Q. tests indicate and simply lack incentive

⁷ Ibid., p. 22.

⁸ *Annual Report, U.S. Department of Health, Education, and Welfare*, op. cit., p. 196.

⁹ *Children in a Changing World*, op. cit., p. 24.

¹⁰ *Annual Report, U.S. Department of Health, Education, and Welfare*, op. cit., p. 196.

¹¹ *Children in a Changing World*, op. cit., p. 39.

¹² Glueck, Sheldon, and Glueck, Eleanor. *Predicting Delinquency and Crime*. Cambridge, Mass., Harvard University Press, 1959, p. 114-15.

to perform better. Most dropouts are weak in reading and arithmetic and are likely to have a consistent record of subject or grade failure starting in elementary school.¹³

These children must be discovered and motivated before they begin to fall behind.

That pupils who leave school before graduation from high school will find it difficult to earn a living is indicated by the occupational outlook as summed up in *Manpower Challenge of the 1960's*, published by the U.S. Department of Labor:

During the coming decade . . . the fastest growth will occur among professional and technical occupations Among the manual occupations, the need for skilled craftsmen will increase, but the number of unskilled jobs will stay about the same, continuing their long-term relative decline . . . the biggest increases will occur in occupations requiring the most education and training.¹⁴

Such a projection demands that steps be taken early to offset factors leading to dropouts, and that children be helped toward occupational orientation. The aims of an elementary guidance program encompass these goals inasmuch as potential dropouts can usually be identified at this educational level.

Technological advances made in all branches of learning are challenging educators and social scientists to improve the quality of their service to people. Since very young people are amenable to change and have their years of education before them, it seems logical to start in the elementary grades to help children mature under the most favorable circumstances.

¹³ *Social Dynamite. The Report of the Conference on Unemployed, Out-of-School Youth in Urban Areas.* National Committee for Children and Youth, 1145 19th Street NW., Washington, D.C., 1961. p. 15-16.

¹⁴ *Manpower Challenge of the 1960's.* U.S. Department of Labor. Washington: U.S. Government Printing Office, 1960. p. 10-11.

II. EXISTING PROGRAMS

STATE DIRECTORS OF GUIDANCE were asked to name outstanding guidance programs in elementary schools within their States and persons in charge of them. What follows is abstracted or quoted from materials supplied by these directors. A listing of practices may encourage other communities to follow their lead or experiment with new approaches to guidance.

There is no need for standardization at this time. Progress will result from demonstrations, research, and the careful consideration of findings. The programs reviewed here are largely new and represent pioneer thinking in education, although a few are in school systems which have elementary school guidance services that have been evolving for several decades.

Common Features

The following practices figure prominently among 24 elementary school programs in 10 States:

1. Guidance services are part of a broader program of services offered by the school system. They are usually called pupil personnel services.
2. The guidance program serves *all* children.
3. The guidance consultant is at the center of a guidance program which involves the entire school staff, and the teacher plays an essential role in the program.
4. The guidance consultant :
 - (a) Tests and observes children who have learning difficulties, who are underachievers, who show signs of emotional disturbances, who need curricular advice or placement in special classes, and those who are being considered for referral to other specialists.
 - (b) Counsels children with minor personal troubles that interfere with school life.
 - (c) Helps needy children obtain glasses, hearing aids, clothes, food, and other essentials.

- (d) Consults with teachers, principal, and parents to help them understand normal children as well as children with problems.
 - (e) Refers children needing intensive diagnosis and treatment to pupil personnel specialists and community agencies, and interprets their findings and recommendations to teachers and parents.
 - (f) Provides inservice education for teachers. Through scheduled meetings and informal conferences relating to normal development and behavior in children, the guidance consultant aids teachers in meeting difficult classroom situations with understanding and composure. Other subjects included in inservice training are: mental health, administration and interpretation of tests, maintenance and use of cumulative records, and techniques of interviewing.
 - (g) Develops group guidance programs in common personal problems, study habits, occupational orientation, and preparation for the secondary school.
 - (h) Interprets the guidance program to parent and community organizations.
 - (i) Conducts research and evaluative studies relative to the effectiveness of the guidance program.
5. The guidance consultant's background usually includes successful teaching experience at the elementary school level, certification for guidance personnel by the State, and a master's degree in guidance.

Distinctive Features

Because of varying conditions and values among communities, the development of guidance services has taken different forms. A program of benefit to children in suburbia, for instance, fails to serve pupils adequately in public school #193 or in a consolidated rural school.

The elementary school programs described in general terms in the preceding pages are now presented for diversity of attitudes and practices, and as experimental projects. Most of these programs are not identified by name since no attempt is made to describe all features or, in some cases, even their best features.

Attitudes

1. An aim of an elementary guidance program in the Middle Atlantic area is to serve the child without his knowledge: "When feasible, the pupil has not been aware of the participation of the guidance consultant."
2. A program in a large eastern school system sets certain limits on what guidance services can accomplish: "It is important for teachers and counselors to be alert to signs of conflict but it is unwise to attempt to treat symptoms Treatment of symptoms is apt only to exaggerate

them, without removing cause. The business of the teacher and the counselor is to be aware of the kinds of behavior that indicate conflict, then see that help is available for the individual exhibiting the behavior."

3. A school system in a large eastern metropolitan area cites some duties *not* appropriate to the consultant's function: "The licensed counselor shall NOT be assigned to classroom teaching . . . shall handle and advise in disciplinary cases but shall not mete out punishment . . . shall not be required to perform yard, hall, cafeteria, or similar duties, except in extreme emergencies."
4. The impact of an elementary school guidance program in another eastern school system was felt throughout the community. The following is an evaluation by a consultant who served four schools: "The development of the guidance concept among our faculty has resulted in greater awareness of the academic, personal, and social needs of children in the classroom, and more acute perceptions regarding their own needs in guiding the children . . . has created an overwhelming number of referrals for individual guidance of children whose needs, teachers feel, cannot be met within the classroom . . . community awareness of mental health activities has created an ever-increasing number of referrals . . . (of children by their) parents."

Practices

1. A town in New England offers a testing program with these provisions: "Intelligence testing is done at all levels on an individual basis At the elementary level a preschool test (Stanford-Binet) and interview with each child are scheduled in the summer prior to kindergarten entrance"
2. A superintendent in a small midwestern city selected a potential guidance consultant and arranged his training to serve the needs of that particular school: "After a teacher with . . . experience in both rural and elementary schools and in diagnostic and remedial reading was contacted, plans were made for establishing this individual in the system as an elementary classroom teacher, as a part of the preparation to assume the work of directing the guidance activities. A counselor-trainer was involved to assist in the professional preparation of the selected teacher. Extension courses and summer sessions were utilized . . . and plans were completed for the beginning of the (guidance) services the following year."
3. An extensive orientation program for guidance consultants is provided by a Middle Atlantic school system: "The first week is spent in the central office and in the community agencies The time in the central office is devoted to discussing with the new counselors the philosophy and objectives of the counseling program in the elementary schools, and in familiarizing them with the divisions of the Department of Education with which they (will) work closely. They are taken on a visit to each department: Aptitude Testing; Research, Measurements, and Statistics; Special Education; Special Services for Pupils; Vocational Education Two days are devoted to visiting community agencies:

Social Service Exchange; Family and Children's Society; Department of Public Welfare; Mental Hygiene Clinics; District Health Office After the counselors start work in their schools, visits are arranged to the Juvenile Court and to Psychiatric Clinics.

"During the second week, the newly appointed counselor reports to an elementary school where an experienced counselor is working. This counselor arranges his schedule so that the beginning counselor can observe as many activities as possible during the week

"The third week the counselor reports to his assigned school and during the semester arranges his own program for visiting . . . vocational schools, junior high schools, senior high schools During the semester he attends monthly meetings with the other elementary school counselors and principals to discuss and plan activities."

4. A large school system in the West requires of its guidance personnel (called visiting teachers) a general pupil personnel credential based on a multidisciplinary graduate program as follows:
 - (a) Two years of successful teaching experience *or* the equivalent in supervised field experience (school social work, school psychometry, school psychology) including one year of work in a public school.
 - (b) One year of postgraduate work consisting of course work and field experiences in (1) a general area of pupil personnel practices and procedures; and (2) a specialized area in one of the following: pupil counseling, child welfare and attendance work, school social work, or school psychometry.
 5. A plan for inservice education of teachers comes from the South: "We chose certain elementary schools in the system on the basis of their interest in cooperating with the program. In each of these schools several children who showed signs of personal problems were identified during the year. Each student was seen individually, his problem evaluated, and a plan of remediation for the problem was designed. The child's teacher, a team of counselors and psychologists from the Central Office, the school principal, the visiting counselor from the Area Office, and others close to the student were active in the evaluation"
- Then a case conference was held in which the entire faculty participated: "Each person assisting in the evaluation explained his perception of the problem Each teacher was encouraged to comment on the case and to draw from her own experiences similar situations, or other situations involving like processes. From this we believe two things happened. First, a general program evolved which would strengthen the student's personality and, secondly, the teachers examined themselves . . . in light of the role they play in building good mental health."
6. An eastern city started its program of elementary school guidance by placing seven guidance consultants in schools where principals had requested their services. A 4-day workshop was held to orient not only the guidance consultants but also their principals in the philosophy behind guidance for young children, and the diversity of roles which the several consultants might encounter on the job.

Experimental Projects

1. New York City has 180 full-time guidance consultants working in elementary schools. The Higher Horizons Program, launched in 1959, involves those in 52 elementary schools as well as counselors in 13 junior high schools, to make a total of 78 guidance personnel:

"Higher Horizons (provides) for teacher training, remedial instruction, and cultural enrichment. The goal of Higher Horizons is the raising of educational and vocational sights of *all* students—bright, average, or slow—so that each will reach his optimum potential. This includes intensive work with parents Because of the recognized need for early identification and appropriate stimulation of talent of any kind, attention (is) focused . . . on the third grade in the elementary schools and the seventh grade in the junior high schools, and it (progresses) with the children from grade to grade. Higher Horizons is a community project which must depend upon existing school and community resources for clinical help and the financing of the cultural enrichment program."

2. Another well-known guidance project in New York City is the Early Identification and Prevention Program: "To achieve the objectives of early identification and prevention, 42 teams consisting of a counselor, a half-time social worker, and a half-time psychologist have been assigned to 47 schools. They . . . work exclusively in grades K-3 with concentration of efforts on grade 2.

"The program is concerned with the positive aspects of learning, child development, and personality growth, as well as with problems of maladjustment The team (works) with children individually and with teachers and parents through interviews, conferences, and workshops."

3. Members of an experimental project on the west coast concluded: "Traditional roles of the psychologist, psychometrist, social worker, or counselor in the elementary school need modification. What seems indicated . . . is that a need exists for a staff specialist to be available to serve in a resource and consulting capacity to teachers, principal, and parents relative to issues concerning the child's intellectual and personal development. A minimum of professional training is seen as that of the clinical psychologist, psychiatric social worker, or the pupil personnel specialist from the field of educational guidance and counseling with clinical experience"

This project involved guidance specialists, teachers, and parents of first grade children in classroom observation with the following objectives: "To acquaint parents with general classroom teaching procedures, methods for working with children of varying degrees of readiness and maturity, and the importance to learning of social interaction in the classroom To assist parents in understanding their own child's readiness for learning To help parents see ways in which they could contribute to their child's success in school To provide an avenue through which parents could contribute their ideas for the development of the school program."

To achieve these objectives, a program of four 2-hour meetings was planned. The first meeting was for orientation and development of an outline to serve as a guide to classroom observation. The second and third meetings consisted of 1 hour each of classroom observation followed by a discussion group in which parents and teachers participated. The fourth meeting was planned by the group and included further observation or discussion as well as evaluation of the program.

The foregoing excerpts describe services coordinated and strengthened by guidance personnel. The terminology used to identify these personnel varies across the country with the service rendered: guidance consultant, counselor, visiting teacher, adjustment teacher, counseling teacher. Further experimentation may help in the standardization of titles and practices.

III. GUIDANCE WITHIN PUPIL PERSONNEL SERVICES

GUIDANCE IS ONE of several professional services which should be available to all school children. Variouslly organized and labeled, this group of professional aid is known increasingly as pupil personnel services. In some communities, pupil personnel services are organized within the school system; in other areas, they may be supplied by community agencies, clinics, or public health departments.

Multiple services are best administered by a pupil personnel director in the central office of a school system. With functional knowledge of all pupil personnel services, he designates and coordinates activities of the specialists and is responsible for the total program. Through teamwork, which the director facilitates, unnecessary duplication and gaps in services are avoided.

There is a need within the pupil personnel organization for a guidance consultant in the elementary school. The broad orientation which he should have in the several professional disciplines makes it possible for him to assimilate the technical information supplied by other specialists, and interpret the findings for those who will carry out the recommendations. Thus, the guidance consultant contributes to a plan of action with the child, teacher, and parents in an atmosphere of understanding and helpfulness. He coordinates a two-way communication system between persons within his school and specialists on the outside.

The haphazard growth of these professional services in various parts of the country was analyzed and systematized in 1960 by the Council of Chief State School Officers. In the publication *Responsibilities of State Departments of Education for Pupil Personnel Services*, representatives from the States and the U.S. Office of Education delineated services they thought should be available to all children to keep them in the best condition for learning.

The council chose to describe *services* offered to school children rather than *specialists* who offer them, in tacit recognition that specialists with different titles often may perform the same service. The bulletin listed five major pupil personnel services: attendance, health, guidance, psychological services, and social work. Other specialized services, such as speech and hearing correction, are sometimes included in pupil personnel programs.

The section on attendance services stated that the primary objective is to insure regular school attendance of all children of school age, to promote positive pupil and parent attitudes toward regular attendance, to identify patterns that are indicative of inadequate pupil adjustment and nonattendance, and to employ the casework approach to the attendance problems of pupils.

The purpose of health services, as described in the bulletin, is to keep each child in optimum condition to profit from the educational program to the end that no child will be deprived of an effective education because of his physical condition.

The bulletin of the Chief State School Officers also discussed the functions of guidance, psychological, and social work services.¹ These three services have overlapping roles, the similarities and differences of which were well set forth in *The Team Approach in Pupil Personnel Services*, published by the Connecticut State Department of Education.

Guidance Consultants (Counselors), School Psychologists, School Social Workers

The training programs of guidance consultants (or counselors), school psychologists, and school social workers place emphasis on each pupil as an individual, on mental hygiene, and on the psychology of development and adjustment. An important aspect of the preparation for each service is an understanding of the individual as a psychological and social being.

Key distinctions in training are: The *social worker* is prepared in the casework technique to help children, especially those whose problems have emotional bases. The *psychologist* is prepared particularly in intensive individual diagnosis of mental and personality traits. *Guidance* personnel receive training which is broader, and less intensive in some of its emphases. Their preparation includes diagnosis,

¹ *Responsibilities of State Departments of Education for Pupil Personnel Services*. Council of Chief State School Officers, 1201 16th Street NW., Washington, D.C., 1960. p. 10-15.

adjustive techniques, and experience in elementary or secondary schools.

On the job, all three specialists try to help pupils to utilize their abilities more fully, to overcome personal problems, to understand themselves more clearly, and to make better progress in school. All render service in cooperation with the school staff and with parents.

But each makes a distinctive contribution to services for children. The *social worker* helps pupils who have or appear likely to have serious problems of school adjustment which also involve aspects of social or emotional adjustment. The social worker has a major role in work with parents and community social agencies. The *psychologist* helps pupils who have serious learning or behavior difficulties due to mental, physical, or emotional handicaps and for whom an intensive clinical psychological diagnosis is sought by the school. The *guidance* consultant or counselor works with all pupils in the school on educational, vocational, and personal problems which are common among the age groups of a particular educational level.²

Thus, the counselor (guidance consultant), psychologist, and social worker employed in schools find common elements in their roles in that all of them use their professional training and experience in helping the child reach his full potential.

The Guidance Consultant

At the present time—while guidance for the elementary school is more of a goal than an accomplished fact—it is advisable to look at the record of those who have pioneered in the field, weigh opinions of those with related experiences, and experiment to determine whether the desirable is also practical. In so doing, one should be prepared to break with traditions in guidance practices set by secondary schools, if it is warranted.

This may begin with the title of the person who is employed. Some elementary school administrators use the term "counselor," borrowed from the secondary schools. Others prefer "guidance consultant," the term used in this publication, because the functions of elementary school guidance specialists in the programs reviewed here seem to justify this title.

On the secondary level, the counselor's primary role is counseling—to help each student understand himself and make decisions relating to his education, vocation, and personal problems. The

² *The Team Approach in Pupil Personnel Services*. Hartford: Connecticut State Department of Education, 1955. p. 36-38.

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guidance consultant, however, has a different role because (1) there is seldom a choice of courses in elementary schools; (2) vocational planning is not encouraged at this level, although occupational orientation usually is part of guidance; and (3) only a limited number of children in elementary grades have the maturity for the self-analysis and understanding needed for counseling on personal problems.

Some elementary school guidance specialists, however, claim that counseling youngsters can and should be a major function of guidance. Establishing a face-to-face relationship in individual testing, observation, and play therapy, as well as counseling, is certainly a necessary part of the guidance consultant's function. The time that can be devoted to a one-to-one relationship, however, varies with the age and maturity of children, the extent of services available from other specialists (school psychologist, school social worker), and the number of children to be served. The selected group of guidance programs previously discussed are organized in most cases to permit the consultant to spend most of his day with teachers and parents—to increase their understanding of children, and to assist the adults in changing their own behavior as well as the child's environment in order to help him.

In theory, the aims of guidance are the same at all educational levels. In practice, the needs of children in the elementary grades dictate unique emphases. Guidance at this level, therefore, may well develop its own structure, concepts, and techniques.

Factors Determining Role of Consultant

In addition to the needs of a particular age group, a consultant's role may depend on such factors as:

1. Values and attitudes of pupils' families as fashioned by their cultures, economics, and educational opportunities.
2. Pupils' neighborhood or home environment dictating the area of greatest need, for example: slums; homes lacking educational encouragement and worthy adult examples; homes of foreign parentage, language, and culture; and homes in privileged areas that pressure children to achieve college goals.
3. Number of pupils the guidance consultant must serve.
4. Attitudes of administrators and teachers shaping the guidance consultant's activities. No guidance program, however, can be successful without participation of the entire faculty and enthusiastic support of administrators.

5. Education and work experience of the guidance consultant, as well as his personal qualifications, enabling him to serve more effectively in some aspects of the guidance role than in others.
6. Extent of other professional services available; for instance, the consultant may have to assume some functions of a school psychologist and/or school social worker in areas related to his own.

The teacher who is close to the child throughout the day is an essential member of the guidance team. He is limited, however, in the kind and amount of attention he can give to any one child when he needs it. A teacher cannot leave his class to administer an individual test even if he has the training to do so; he cannot stop to reorient a disruptive child when engaged in teaching. In any event, the thorough case study needed to understand a pupil with problems requires skills possessed by few members of an elementary school staff.

Recently, the job of elementary school teachers has increased in difficulty. They have felt pressures, induced by widespread interest in upgrading education, to improve their instruction in the basic skills, especially reading; to enrich the science program; to learn new methods of teaching mathematics and modern foreign languages; and to utilize new educational media.

Every teacher needs as much time as possible to devote to the main job of instruction, and he can be more effective in this job if he receives assistance in those activities which contribute to the ability of each child to learn. The guidance consultant serves here by supplementing those guidance practices which are part of the teaching process. Thus when a guidance consultant is nearby, a troubled child receives prompt assistance in overcoming his difficulties, and his teacher gains support in helping him.

IV. PREPARATION OF THE GUIDANCE CONSULTANT

MOST STATE CERTIFICATES for secondary school counselors require teaching experience. Analysis of elementary school guidance programs, moreover, reveals a trend to employ guidance consultants who have taught elementary school children. This practice is predicated on an assumption that guidance consultants should have a working knowledge of the administration and curriculum of elementary schools as well as wide experience with children. With a graduate program in elementary school guidance, a former teacher should be able to move readily into the consultant's role and establish rapport with pupils and staff.

The practice of preparing elementary school teachers for guidance posts in elementary schools is sound. Guidance consultants with teaching experience may understand well those children's problems that develop from the classroom activities. But some problems have their source elsewhere.

Psychologists and Social Workers in the Guidance Role

Therefore, some schools may need most the services of a school psychologist or school social worker. Such specialists could not join local staffs if teaching experience were required. Whether or not teaching experience should be required of these specialists is one of the issues in guidance today. Since guidance programs are emerging in varied patterns in elementary schools, since few universities have set up graduate programs for elementary school guidance consultants, and since most States have not yet specified credentials for certification of these specialists, this is the time to take a bold look at what services are needed and who can supply them.

Writing about elementary school guidance services for the *Teachers College Record* of Columbia University, Raymond Patouillet said:

The school guidance worker (*counselor, psychologist, visiting teacher* [social worker]), works primarily with and through teachers as well as with parents and the principal, serving as consultant and resource person to them. The guidance person works with children through the class setting, although individual conferences with parents and children are held if referral to an outside agency is indicated or if individual testing or interviewing is agreed upon by the teacher and guidance person. I have grouped counselors, psychologists, and visiting teachers together under the general heading of guidance worker because I see an increasing number of similarities and a decreasing number of differences among their respective roles.

Patouillet concluded:

The term counselor therefore no longer adequately describes his function if we think of counseling as a one-to-one relationship The guidance worker . . . is essentially a consultant. . . ."¹

He proposed a twofold program for meeting the personnel needs of elementary school guidance: (1) a 2-year graduate program which includes the areas of guidance, psychology, and social work; and (2) utilization of persons who have already completed programs in guidance, psychology, or social work. His proposals are not intended to eliminate the need for itinerant school psychologists and school social workers who work intensively with children on a referral basis.

Future specialists in child help were envisioned as generalists by Anna Freud, prominent child clinician, writing in *Recent Developments in Psychoanalytic Child Therapy*:

At present all the workers in the children's services, whether in schools, hospitals, courts, (or) clinics, suffer from the effects of specialized training and lack of coordination and integration in the field. It is as rare for a teacher to deal with a sick child as it is for a hospital nurse to handle a healthy one, or a pediatrician to come in contact with the juvenile courts. This limits each specialist's outlook on childhood of which the various tasks show no more than a single aspect. I can envisage a future when a basic training in understanding all developmental manifestations of childhood will become the rule for any worker in the field.²

To build an effective guidance program, it is essential that a local school analyze its pupil needs to determine the types of professional services which would contribute most to meeting those needs, and to

¹ Patouillet, Raymond. Organizing for Guidance in the Elementary School. *Teachers College Record*, 58: 435, May 1957.

² Weinreb, Joseph, M.D., ed. *Recent Developments in Psychoanalytic Child Therapy*. New York: International Universities Press, 1960. p. 38.

select the person whose education and experience prepare him to offer those services.

It is probable that some elementary school administrators may wish to employ a psychologist as guidance consultant. His special skills in diagnosis enable him to identify causal factors in problems of children and to make recommendations to teachers and parents for handling those problems. The psychologist's intensive education in psychological processes should give him a deeper insight into the behavior of all children than is possessed by many teachers with professional preparation in guidance.

Other schools may need most the contributions of a school social worker. Many faculties are struggling to raise standards of education, increase motivation in learning, improve adjustment of children, and promote children's health in communities of low socioeconomic status where family problems are multiple. The school social worker uses the techniques of family casework to alleviate such problems which disturb children. Many guidance specialists coming from the ranks of teachers would not be skilled in these professional techniques.

Several points may be advanced in favor of using school psychologists and school social workers as guidance consultants:

1. The depth and emphasis of their preparation may serve the needs of certain schools more adequately than teaching experience plus courses in guidance.
2. Graduate programs for school social workers and school psychologists require 2 years beyond the bachelor's degree, while State certification for guidance personnel usually requires 1 year or less of graduate work.
3. Psychologists and social workers from our finest institutions can be employed if the requirements for guidance consultants are liberalized to include, in lieu of teaching experience, orientation in education or an internship in an elementary school setting.

The inclusion of school psychologists and school social workers among guidance consultants would also add to the supply of personnel which probably will be needed. This is anticipated in view of the interest shown by 7,600 professional and lay leaders at the 1960 White House Conference on Children and Youth. Their *Recommendations* advocated:

That guidance and counseling begin in the elementary school with educational and vocational planning based on early, continuous, and expanded testing and diagnostic appraisal of each child, in order to identify abilities, weaknesses, and problems—mental, physical, and emotional.³

³ *Recommendations, Composite Report of Forum Findings. Golden Anniversary White House Conference on Children and Youth. Washington: U.S. Government Printing Office, 1960, p. 26.*

Professional groups are also looking to the future. The American Personnel and Guidance Association, the American Psychological Association, and the National Association of Social Workers have among their members persons professionally educated to work in schools. All of these national organizations are recommending their services for the elementary school level.

Elementary School Internship for Psychologists and Social Workers

The teacher prepared in guidance, the school psychologist, and the school social worker offer services which represent three aspects of elementary school guidance. When all three are available on a pupil personnel team, each makes his unique contribution. However, one specialist may be all a school or community can afford. His role, therefore, becomes threefold. To meet this situation, the question is raised here whether guidance consultants should not include psychologists and social workers, as well as teachers with a master's degree in guidance.

This thinking is in line with the recommendation of the White House Conference on Children and Youth:

That all States require the certification of guidance counselors and other specialized personnel. That the qualifications for certification be continually reviewed and strengthened in accordance with the latest research findings in the field; and *that they recognize and give credit to appropriate training and work experience in lieu of classroom teaching.*⁴ [Italics added.]

A program such as that instituted at the University of Michigan might be adopted to give social workers and psychologists experience in working with elementary school children and teachers. The *American Psychologist* described the plan to take care of the requirement for education experience in preparing school psychologists:

All students preparing to become school psychologists will enroll for a practicum requiring three hours a day for a minimum of one semester in the University School. During this time under the guidance of a special supervisor they will attend a number of different grades and classes ranging from the kindergarten through grade 12, participate in instructional as well as measurement and guidance activities, and study and follow through on individual instructional and adjustment problem cases. We believe that this range of experience will be even more valuable than that of teaching a particular grade or subject for a year or two.⁵

⁴ *Recommendations, Composite Report of Forum Findings.* Golden Anniversary White House Conference on Children and Youth. Op. cit., p. 26.

⁵ Trow, William Clark. Diagnostician, EdS, and PhD Programs for School Psychologists in Michigan. *American Psychologist*, 16: 84-85, February 1961.

Graduate Preparation of Guidance Consultants

The impact of the elementary school guidance movement is beginning to be felt in the universities. It is inevitable that more graduate programs will be designed to prepare elementary school teachers, and perhaps persons with undergraduate majors in behavioral sciences, for guidance functions in elementary schools. There is an increasing interest in developing graduate preparation, such as that offered at Teachers College, Columbia University. One-year, two-year, and three-year programs are available. The two-year program is recommended by Teachers College to prepare a guidance consultant who will work on a local school staff.

In a recent study, Hill and Nitzschke reported information given by 154 directors of master's degree programs in elementary school guidance, and concluded:

Preparation programs for guidance workers in elementary schools are as yet not well defined. Some of these programs make little, if any, differentiation between preparation for the elementary school and preparation for the secondary school. Very few universities have clearly planned programs for the preparation of guidance workers in elementary schools It would seem that the time is at hand for leaders in elementary education and in guidance to combine their judgments to formulate a clearer definition of "elementary school guidance."⁶

Hypotheses for Experimentation and Research

To make a priori judgments regarding the qualifications of guidance personnel in elementary schools may jeopardize the program by limiting its scope or quality. Certain hypotheses can be made, however, about the candidate and his education, for the purposes of experimentation in the selection and graduate preparation of guidance consultants:

1. That the candidate's background be rich in liberal arts, with an undergraduate major in elementary education, or perhaps psychology or sociology.
2. That several years of employment in a school system or community agency be required as necessary professional experience. Some employment involving adults may be desirable as preparation for the conferences he will conduct with teachers and parents.
3. That the candidate be mature. Experiences other than professional may contribute to his understanding of people.

⁶ Hill, George E. and Nitzschke, Dale F. Preparation Programs in Elementary School Guidance. *The Personnel and Guidance Journal*, 11: 155-59, October 1961.

4. That flexibility characterize the planning of his graduate program. It may not be assumed that every candidate for a degree in elementary school guidance needs the same courses. An appraisal of his academic history and work experience may reveal that the candidate is already familiar with some of the information, concepts, and techniques needed by the guidance consultant. An individualized graduate program also may permit a prospective guidance consultant to take courses to meet the needs of the particular school in which he expects to work.
5. That the preparation for guidance consultants be specifically tailored to the functions of elementary school guidance, which may be telescoped into *identification* and *prevention*. The professional knowledge and techniques involved in these functions are found in the fields of elementary education, guidance, psychology, social work, and health. Therefore, professional preparation may well include these fields.
6. That an internship in elementary school guidance be accepted in lieu of teaching experience.
7. That professional experience in working with children be accepted in lieu of teaching experience.
8. That the candidate qualify in personality characteristics. It is difficult to assess the quality of personality that reaches and assists children and the adults who work with children. Research might measure, confirm, supplement, or alter such traits as the following:

A guidance consultant is a person who enjoys the role of service and who, by responding sensitively, is able to establish an atmosphere of mutual liking and respect with both children and adults. He is one whose natural endowment and education give him insights into people's feelings and thoughts, especially children's, and an appreciation of values which may differ from his own. He is able to help parents and teachers to understand the child who needs to belong, or who needs to be alone; to encourage those trends that lead to creative thinking; to recognize areas of conformity and areas of individuality and have respect for both; and to permit the child to be himself.

The above hypotheses are subject to critical review based on further experimentation and evaluation. They will have served their purpose if they stimulate discussion which will lead to research in local communities. A fresh approach, unfettered by tradition, is urged in planning and implementing elementary school guidance programs within pupil personnel services to the end that each child will profit fully from his classroom experience.